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INTERNATIONAL ACTION ON PROBLEMS OF COCA-LEAF CHEWING, THE LIMITATION OF COCA-LEAF PRODUCTION TO QUANTITIES NECESSARY FOR MEDICAL AND OTHER PURPOSES AND THE SUPPRESSION OF ILLICIT TRAFFIC IN COCAINE

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INTRODUCTION

1. The dual basic purpose of this meeting is clearly expressed in Economic and Social Council resolution 962 (XXXVI)[1/], in which it is recommended that the government officials concerned of the American States meet periodically for the purpose of reviewing and evaluating the progress made by the individual countries in question with regard to the solution of the coca leaf problem, and also to the elimination of the illicit traffic in cocaine.

2. Accordingly, since certain criteria must be applied in reviewing and evaluating progress for purposes of comparison, and since progress means going forward, the background must be known, for reference, as well as subsequent developments. This document is designed to meet these needs.

3. When we study international action on these problems in the recent past, with due regard to efforts dating back to the colonial period and to the heated national controversies and polemics on the subject, we find that the Government of Peru, through its representative to the United Nations, asked the Secretary-General by letter of 15 May 1947 for advice and technical assistance on narcotic drugs.

4. The request was considered by the Commission on Narcotic Drugs and resulted in the appointment of a mission of experts and a commission of inquiry, with clearly defined terms of reference. The following details of their activities are given:

I. MISSION OF EXPERTS 1948

5. This mission was appointed in response to the above-mentioned request for United Nations advice and assistance in:

(a) reorganizing the Narcotics Department of the Ministry of Public Health of Peru to meet the new circumstances that had arisen, such as the increase in illicit traffic;

(b) improving control of production, distribution to markets and sale of narcotics within Peruvian territory, with a view to greater compliance with international agreements signed by Peru.

1/ E/3816. B.1. This resolution arose out of resolution "G" adopted by the Consultative Group on Coca Leaf Problems which met at Lima, Peru, from 26 November to 7 December 1962. It was endorsed by the Commission on Narcotic Drugs at its eighteenth session in 1963 (see document E/CN.7/441, annex III), and later adopted by the Economic and Social Council.

6. The request was based on Security Council resolutions 52(I) and 51(IV), which deal in general with the granting of technical assistance to governments of member States and also on Economic and Social Council resolution 49(IV), which provided for technical assistance to governments in the matter of narcotics control.

7. After letters were exchanged to determine the scope of the work and its financial implications, the Secretary-General appointed as members of the Mission of Experts, Mr. F.H. Logan, Deputy Director of the United Nations Division of Narcotic Drugs, and Mr. L.F. Atzenwiler, Deputy Secretary of the Permanent Central Opium Board and the Drug Supervisory Body, with instructions to proceed to Peru to study the problem on the spot, in consultation with the responsible officials, so as to advise on the reorganization of the Peruvian narcotics administration and on the implementation of the international Conventions on narcotics.

8. The experts arrived at Lima on 19 March 1948 and proceeded at once to interview the various Peruvian officials of the Ministry of Foreign Affairs and the Ministry of Public Health and also to see the then President of the Republic.

9. The Mission visited laboratories, had talks with officials, and attended a meeting at the Law Courts, at which the problems in question were discussed, with such Peruvian notables present as the President of the Supreme Court, the Ministers of the Interior and of Public Health and others. They also made two trips into the interior with the Chief of the Narcotics Department: one to Trujillo, which included a visit to the Customs post at the port of Salaverry, and the other to Huanuco and Tingo Maria, which in the latter case involved crossing the Andes, visiting coca-leaf plantations and crude cocaine factories and observing the living conditions of the Andean Indians.

10. As a result of its observations, examination and study of the narcotics control machinery, of legislation and of the problems caused by geographical and socio-economic conditions, the Mission indicated in its report the following weaknesses in the control system:

(a) The poor status and inadequacy of staff employed in the Narcotics Department.

(b) The control of supply and distribution of narcotics for medical and scientific purposes in the country, although well planned and carried out from the administrative point of view, was based almost exclusively on paper-work and formalities.

(c) The lack of co-operation between the Narcotics Department, as the branch equipped with the necessary technical knowledge, and the police, as the body responsible for enforcing the laws relating to illicit traffic, and the completely inadequate control of crude cocaine manufacture, due mainly to the geographical location of the factories and the abundance of the raw material.

11. On the basis of the information collected, views exchanged and visits made, the Mission made the following recommendations:

(1) Central narcotics administration

12. The first essential is to strengthen the staff of the Narcotics Department.

13. In our opinion, Dr. Avalos is highly competent for the post he occupies and, given the exceptionally limited resources at his disposal, is doing excellent work in difficult conditions. We are favourably impressed by his technical knowledge and dedication to duty. But it is clear that he is bearing an excessive burden in the work of narcotics control and that if he had to be absent through illness or for any other reason a very serious situation might easily arise.

14. We therefore recommend the appointment of another official of "professional" status to assist Dr. Avalos (i.e. one with a University degree or similar qualification). Once he had the necessary experience, he would be able to perform many of the administrative and statistical duties of the office and to replace the head of the Department in the latter's absence.

15. The present staff of five, three of whom belong to the Pharmacies Department and are only seconded to the Narcotics Department, does not seem adequate, although much depends on individual calibre. It is suggested that the permanent staff should number at least five; the three now seconded could be either made permanent or replaced.

16. The present arrangement whereby the Narcotics Department constitutes an independent service and its Chief reports direct to the Director-Gneral of Public Health should be confirmed. The Chief of the Department should have a status commensurate with his great responsibilities.

17. If the Narcotics Department was reinforced as suggested above, it would become possible to expand and improve its work so as to cover all the duties and functions required of a central narcotics administration, as defined by the Conventions, including the preparation of reports to international bodies. It would also be then possible for each of the two chief officials to undertake a certain number of regular inspections in connexion with the supply and distribution of drugs for medical and scientific purposes, including inspection of wholesale premises, pharmacies, hospitals and clinics.

(2) Inspection and enforcement: assignment of police to narcotics services

18. As the Narcotics Department has no narcotics inspectors as such it has to leave the detection and investigation of drug offences to the police. As a result, control of the supply and distribution of narcotics mostly comes down to entries in registers and only rarely is any legal action taken against narcotics offenders.

19. We have carefully considered the advisability of recommending the appointment of special narcotics inspectors; this would undoubtedly be a useful measure, but we realize that it might raise serious difficulties at the moment on the financial side, and possibly also legal difficulties in giving the inspectors the necessary powers. We therefore prefer to recommend another plan. We suggest that the Minister of the Interior, who is responsible for the police, should take steps to see that a few police officers are assigned to the Ministry of Health to work in close co-operation with the Narcotics Department for the specific purpose of narcotics control. It would thus be unnecessary to appoint more officials; the police officers, although detailed for this special duty, would always be available for general police duties where necessary, so that the plan would encourage

co-operation between the two authorities. It might be an advantage to change the police officers regularly, for instance once a year, and thus form a small nucleus of police officers with special knowledge of narcotics. If only three police officers were assigned to this duty to begin with, they should be able to do much to improve the situation.

20. We discussed this suggestion first with the competent officials and then with the Ministers concerned, i.e. the Minister of Public Health and the Minister of the Interior*/, and we were given to understand that a plan on those lines would be acceptable. We strongly recommend that a detailed plan be prepared and put into effect without delay. Such a measure, together with the appointment of a deputy chief of the Narcotics Department proposed above, would, we believe, go a long way towards the establishment of a reasonably adequate system of inspection and enforcement.

Nevertheless, the possibility should not be ruled out of setting up later, when circumstances permit, a body of special narcotics inspectors selected from among the men who have gained the necessary technical experience.

3) Customs

21. Although satisfactory narcotics control seems to be exercised in the port of Callao, we noted that arrangements are inadequate in the port of Salaverry, which is probably true also of other remote ports. The matter was discussed with the Director-General of Customs, Dr. Ricardo Ganosa de la Fuente, who took up his post recently. He showed great interest in the question of narcotics control and promised to do his utmost to stop the smuggling of harmful drugs through the customs. In view of the potential dangers in the illicit traffic, we believe it is of the highest importance that steps be taken to ensure strict narcotics control in the ports mentioned.

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*/ See Appendix 1.

(4) Co-operation between competent authorities

22. Besides proposing the assignment of two or more police officers to duties connected with narcotics, we wish to stress the importance of complete co-operation between the authorities concerned, especially the Ministry of Public Health, the Ministry of the Interior, police and Customs, as essential to any improvement in the situation.

23. Such co-operation would, we think, be greatly facilitated by the setting-up of a standing inter-departmental committee to meet at regular intervals, e.g. every three months, or more frequently should circumstances demand. It would probably be appropriate for the committee to meet under the chairmanship of the Director-General the Ministry of Public Health, with the Chief of the Narcotics Department acting as secretary. The authorities previously named should be represented in the committee which might also include representatives of the Ministry of Foreign Affairs and the Ministry of Finance. During the discussion on this proposal we were informed that statutes could possibly be drafted for the committee that would vest it with executi powers covering the whole field of narcotics control.

(5) Medical and scientific requirements

24. Although control of the country's medical and scientific requirements is in gen satisfactory - with the exception of the arrangements for inspection, which we have already mentioned - there are a few loop-holes. In particular, doctors prescribing drugs and persons using them are not subject to any effective supervision. As alre stated, for reasons of professional secrecy, doctors do not indicate the names of th patients in their drug prescriptions, although this is required under the Supreme Resolution of 17 March 1945. It is an almost universal and obviously necessary pra to give the patient's name in such a prescription. In some countries doctors recei stub books of special prescriptions for drugs; the prescriptions themselves are sen the government agency concerned after being made up and are there compared with the stubs which are also sent in by the doctors at regular intervals. This makes it possible to exercise fairly strict control of the prescription of narcotics and ensu that excessive quantities are not prescribed; it also assists in the detection and prosecution of those using false or forged prescriptions.

25. It would be well to adopt a similar system in Peru. In any event doctors shou be required at least to indicate the names of their patients in prescriptions for narcotics.

(6) Legislation

26. As stated in paragraph 7, it is recommended that a new basi with provisions covering -

(a) scope of control

(b) raw materials

(c) manufacture

(d) domestic trade

(e) foreign trade.

27. This law should include up-to-date definitions of the drugs Other laws, decrees and resolutions should be codified at the s

28. It is highly desirable to lay down minimum penalties - whi as possible - for narcotics offences. Court verdicts should b returned after each trial to the Narcotics Department for dispo the provisions of the Conventions.

29. The United Nations Secretariat could, if so desired, assis new legislation and supply information on laws in force in othe

(7) Crude cocaine

30. There is at present practically no effective control of th cocaine. The historical background to this problem and the sp presents have already been fully described in chapter IV.

31. The situation would be greatly improved, although the prob completely solved, by enforcement of the Supreme Resolution of provides that -

(1) No licence shall be granted to any factory situated m kilometres from the capital of the Department.

(2) A small laboratory under the direction of a qualified be established to control manufacture.

(3) Adequate statistics must be kept.

32. The difficulty would still remain, however, of exercising factories remote from Lima. If the Resolution were enforced i although not impossible, for the quantities of raw materials re to exceed the figures shown in their books and for the surplus

33. Another possibility would be to set up a State monopoly, as suggested in article IV of the Final Act of the 1931 Convention, which reads as follows:

"The Conference

"Recommends that governments should consider the desirability of establishing a State monopoly over the trade in, and, if necessary, over the manufacture of, the drugs covered by the Convention signed on this day's date."

34. We have learned with interest that a Commission appointed by the Government to study the coca problem as a whole has already been considering the possibility of establishing a State monopoly and that there is substantial support for such a solution, which also has our preference.

35. The illicit traffic in cocaine is fraught with danger for the people not only of Peru but of other countries; and it is usually very lucrative.

36. Since control of private factories in the special circumstances existing in Peru is faced with almost insuperable difficulties, it would seem expedient for the Government to assume more direct responsibility in the matter and to undertake the manufacture of crude cocaine in a State plant. One factory, which could be readily established in Lima, would probably be sufficient for the purpose */. The consumption of the raw material, the quantity of crude cocaine produced and the storage and delivery of the product could then be so closely supervised and controlled as to avoid any possible leakages. Although the prime purpose of the monopoly would be to limit manufacture to legitimate requirements and to prevent leakages into the illicit market, it is reasonable to suppose that the monopoly would produce certain revenues for the State. There would, of course, be a certain number of problems to solve in establishing a monopoly; but as far as we could see these would not present any unusual difficulty. We therefore recommend that the Government should consider carefully the question of establishing a State monopoly for the manufacture of crude cocaine.

37. It must be mentioned that certain countries have, or have had, opium monopolies. The methods of operating them vary considerably; but most of them were established to ensure more effective control of opium and thereby to eliminate illicit traffic.

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*/ We were informed that the cost of transporting coca leaf to Lima for the manufacture of cocaine would not be excessive.

38. If the Peruvian Government wishes to receive further information on opium or other similar monopolies, the United Nations Secretariat will be pleased to supply all particulars available. The Secretariat could also assist by providing technical advice if the Peruvian Government decides to establish a monopoly for the manufacture of crude cocaine.

(8) Conventions and agreements

39. It is recommended that Peru should accede to the Protocol of 11 December 1946 and to the Geneva Convention of 1925.

40. In submitting the above recommendations we have not attempted to propose an ideal or perfect system of narcotics control. We believe that the best plan is to suggest those changes in the present system that have, in the light of the country's general administrative and financial situation, some chance of being accepted and carried out. The proposals we make are limited in scope, but we are convinced that their adoption would quickly produce a great improvement in the position, at little cost in money and personnel.

II. COMMISSION OF ENQUIRY, 1949

41. The request of the Peruvian Government was made in 1947 and the Commission on Narcotic Drugs studied it with great interest, with the result that the Economic and Social Council recommended [1] the setting-up of a group of experts to carry out a field survey in co-operation with the World Health Organization to determine the harmful or harmless effects of the coca-leaf chewing habit upon the human body in general or upon some specific organ in particular; the factors or motives inducing the habit (i.e. climate, high altitude, diet, organic reserves, heredity, tradition, etc.) which prompt this chewing habit; the social and economic implications of this aforesaid habit and measures to be taken should this habit prove to be harmful, in order to eradicate it from the population concerned.

42. In view, however, of certain administrative and financial problems which arose, for instance with regard to the duration of the Commission, and of the request made to the Secretary-General of the United Nations by the permanent representative of Bolivia

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1/ At its second session the General Assembly, taking note of a resolution of the Commission on Narcotic Drugs, invited the Economic and Social Council without prejudgment to consider the possibility of limiting the production and regulating the distribution of coca leaves with all the urgency that the matter deserved (General Assembly resolution 134 (II) 17 November 1947).

hat the Commission of Enquiry should visit and extend its investigations to that ountry, it was not until 2 March 1949 that the Commission on Narcotic Drugs, in accordnce with Economic and Social Council resolution 202 (VIII), designated the following s members of the Commission: Mr. Howard B. Fonda (United States of America)[1], r. Jean-Philippe Razet (France)[2], Professor Frederic Verzar (Hungary)[3], Dr. Marcel lfred Granier-Doyeux (Venezuela)[4], the first two as experts in administrative questions nd international control of narcotics and the last two as experts in medicine and harmacology respectively; and, to serve as the Commission's secretariat, Mr. Vladimir astuhov, Chief of Section, Narcotics Division; Mr. Manuel Lopez-Rey, Chief of Section, arcotics Division; Mr. Jacques Bordaz; Miss Grace Bocquet, and Mrs. Lucia Rodriguez rgaz, secretary and interpreter.

1/ Senior vice-president and director of Burroughs Wellcome and Co., Incorporated; vice-president and director of the American Pharmaceutical Manufacturers' Association; director of the Wellcome Foundation, Incorporated; director of the National Vitamin Foundation, Incorporated; director of the First National Bank and Trust Company of Tuckahoe, New York; director of the Yonkers Chamber of Commerce, New York; treasurer of the Industrial Association of the Nation.

2/ Inspector-General at the French Ministry of Agriculture; Director of the French Narcotics Bureau for the past twenty years; author of the regulations governing the application in France of the five narcotics Conventions; technical adviser at all sessions of the Commission on Narcotic Drugs and at three Opium Conferences of the League of Nations.

3/ Doctor of Medicine; former Privat-Docent at Budapest University; Professor of Physiology, former Rector and Dean of the Medical Faculty of Debreczen University (Hungary); at present: Professor of Physiology and Director of the Physiological Institute, University of Basle (Switzerland); former Dean of the Medical Faculty, Basle; President of the Swiss Physiological Society; member of the Académie and foreign member of various scientific societies, etc; member of SAC and acting director of the FAO Nutrition Division (1948); author of numerous scientific publications.

4/ Professor of Pharmacology at the Central University of Venezuela; permanent member and rapporteur of the Board for the Revision of Pharmaceutical Specialties, Ministry of Health and Social Welfare; member of the Society of Natural Sciences of Venezuela and of the Medical College of Venezuela, Caracas Station; member of the National Academy of Medicine; member of the Academy of Physical, Mathematical and Natural Sciences; delegate of Venezuela to the XIIth Pan-American Health Conference; research fellow, Department of Pharmacology and Toxicology, Yale University, United States of America, 1941-1943.

43. The Commission with its Secretariat arrived at Lima on 11 September 1949 and spent the first week establishing contact with Peruvian authorities and organizations interested in the question of the coca leaf and assembling available information and documents. Later, the Commission, following a programme prepared in consultation with the Peruvian authorities, proceeded by rail or air to visit centres of coca-leaf production and consumption. Between 22 September and 26 October the Commission visited the areas of Arequipa, Puño, Cuzco and the Quillabamba valley in southern Peru, and Tingo María, Huánuco, Cerro de Pasco and Oroya in eastern Peru. Later, it went to La Paz and proceeded to the interior of Bolivia, visiting indigenous communities on the Altiplano: Coroico, Coripata and Chulumani, Cochabamba and Catavi, and finally Trujillo and Cajamarca in Peru.

44. This report has hitherto been of the utmost value to anyone wishing to study the many aspects of the complex problem of coca-leaf chewing, the limitation of coca cultivation and production, the control of its distribution and traffic in it, as regards not only the habitual chewers of coca leaves, but also the use of the leaves as a raw material in the clandestine manufacture of crude or refined cocaine for the illicit traffic. This document, published by the United Nations, consists of two main sections: the actual report, which occupies the first 104 pages, and 70 pages of annexes, which contain a vast quantity of valuable information.

45. The report is an excellent attempt to cover all aspects of the problem and is, in view of its objectivity, taken as a guide to the principles, conclusions and recommendations which should determine the policy to be pursued in protecting the health of the Andean peoples.

46. The text of these principles, conclusions and recommendations is given below, in order to familiarise the reader with them and to ensure that they are borne in mind when progress to date is discussed.

CONCLUSIONS

. COMPLEXITY OF THE PROBLEM OF COCA-LEAF CHEWING

7. The chewing of coca leaf must be considered not as an isolated phenomenon but s a consequence of the social and economic conditions under which large sections f the population of Peru and Bolivia are living. These conditions affect principally ut not exclusively the indigenous agricultural and mining populations of the two ountries. The great majority of chewers is to be found in those two population roups. Although the chewer is predominantly Indian, there are also chewers amongst he mestizos. It is not always easy to draw a sharp distinction between the two, or the living conditions of certain sectors of the mestizo population are very imilar to those of the population regarded as Indian.

. DANGER OF CHEWING

8. The leaves of the coca plant contain cocaine. In the present state of knowledge he indications are that the effects produced by chewing coca leaf are to be xplained by the action of cocaine.

. NATURE OF CHEWING

9. It does not at present appear that the chewing of the coca leaf can be regarded s a drug addiction in the medical sense.

The Expert Committee on Drugs Liable to Produce Addiction gave the following efinition of addiction at its meeting of 9 - 14 January 1950 (World Health rganization, Technical Report, Series No. 21, 1950):

"6.1 Definition of drug addiction.

0. "Having considered the request of the Commission on Narcotic Drugs, the Committee rafted the following definition of 'drug addiction':

"Drug addiction is a state of periodic or chronic intoxication detrimental o the individual and to society, produced by the repeated consumption of a drug natural or synthetic). Its characteristics include:

"(1) An overpowering desire or need (compulsion) to continue taking the drug nd to obtain it by an means;

"(2) A tendency to increase the dose;

"(3) A psychic (psychological) and sometimes a physical dependence on the ffects of the drug."

51. Compared with this, the observations of the Commission show that coca-leaf chewing is not an addiction (toxicomania) but a habit. It may, however, in some individuals, become an addiction, but generally it can be given up like other habits.

D. HARMFUL EFFECTS OF CHEWING

52. Briefly the harmful effects of chewing coca leaf, from the point of view of the individual and of the nation, are the following:

(1) It inhibits the sensation of hunger and thus maintains, by a vicious circle, a constant state of malnutrition.

(2) It induces in the individual undesirable changes of an intellectual and moral character. This is especially clear in exceptional cases, and it is much discussed how far this is general. It certainly hinders the chewer's chances of obtaining a higher social standard.

(3) It reduces the economic yield of productive work, and therefore maintains a low economic standard of life.

E. NUTRITIVE VALUE OF COCA LEAVES

53. Coca leaves contain, as do other green leaves, vegetables and fruits, most of the known vitamins, especially B_1, B_2 and C in significant quantities. In spite of this fact it would by no means be advisable to supply these vitamins in the form of coca-leaf chewing, i.e., together with the toxic substance, cocaine. In no way can the chewing of coca leaves therefore be regarded as a substitute for an adequate diet.

F. ACCLIMATIZATION OF THE ANDEAN MAN

54. The Andean man is highly acclimatized to living at great altitudes. All our knowledge up to the present time supports the conviction that it is unnecessary to regard the Andean Indian as a race for which special physiological laws must be assumed. We have no right to suppose that cocaine acts differently on him. No advantage of coca chewing for acclimatization and for continuous life at high altitudes has been shown scientifically, and persons of non-Andean origin have become acclimatized in large numbers to life in the high altitudes of the Andes without chewing coca leaf.

G. SOLUTION OF THE PROBLEM

55. Since chewing coca leaf is not an isolated phenomenon, but the consequence of a number of unfavourable social and economic factors, the solution of the problem involves two fundamental and parallel aspects: first, the need for improving the

iving conditions of the population amongst which chewing is a general habit, and econdly, the need for initiating simultaneously a governmental policy to limit the roduction of coca leaf, to control its distribution and eradicate the practice of hewing it.

. GRADUAL SUPPRESSION OF COCA-LEAF CHEWING

5. The chewing of coca leaf is a habit which can be eradicated if the conditions nder which it originated are suitably modified.

In view of the social and economic nature of the factors determining coca-leaf hewing, an immediate and radical suppression of the habit is not possible. Instead f solving the problem, such a suppression would only aggravate the existing situation. nsequently the Commission envisages only a gradual suppression of the habit, that , a process which while taking into account the complexity of the problem should not so long as to permit the harmful continuation of the habit nor so short as to mage the economic interests involved.

RECOMMENDATIONS

. On the basis of the above conclusions, two groups of recommendations are formulated. e first comprises recommendations relating generally to the existing social and onomic factors which give rise to coca-leaf chewing. By their very nature these commendations are here formulated in a general way.

The second group of recommendations is related to the possibility of limiting e production of coca leaf, of controlling its distribution and finally of gradually adicating the practice of chewing. In accordance with the terms of reference as fined by the Economic and Social Council, these recommendations are given in detail.

RECOMMENDATIONS CONCERNING THE FACTORS CHIEFLY RESPONSIBLE FOR THE CHEWING OF COCA LEAF

. Before formulating these recommendations, the Commission desires to point out that vernments of Peru and Bolivia have made and are at present making certain efforts improve the living conditions of the respective populations amongst which the bulk the chewers are to be found. But the vastness of the problem and the great mplexity and cost of the measures necessary to solve it have not permitted these vernments to obtain the results which they would doubtless desire to achieve.[1/]

Reference has repeatedly been made in the present report to the efforts which the above-mentioned Governments, acting either on their own account or in collaboration with some other Government, have made to improve certain aspects of the living conditions of the population in general by the establishment of special bodies.

Consequently the Commission formulates the following recommendations:

1. Nutrition

59. The primary need is to improve the nutritional status of that part of the population which is affected by the chewing of coca leaf. One of the basic observations of this Commission was that where the food is good and sufficient, chewing stops. This observation is in agreement with many medical and military opinions in these countries. Of all the factors concerned, better nutrition abolishes most quickly the habit of chewing. Specific and detailed reference has been made in this respect to the malnutrition existing in the coca-leaf producing and chewing areas. Reference has also been made to the studies carried out both by national and international commissions and organizations.

60. The betterment of nutrition as recommended above implies the application of a co-ordinated plan which would take a certain amount of time and effort on the part of the Governments of Peru and Bolivia. The technical assistance of the United Nations seems possible, especially of its specialized agencies whose own objectives bring them into contact with these problems.

61. Among these agencies special mention should be made of the United Nations Food and Agricultural Organization, which had already made a report in 1949 on the agriculture of the Altiplano, and which referred to the food situation of these countries at its Montevideo Conference of July 1948. The World Health Organization is equally interested in nutrition as a basis of good health, which results in greater productivity and higher social standards. The International Labour Office called attention in 1943 and 1946 to under-nutrition. From an educational point of view the United Nations Educational, Scientific and Cultural organization is interested also. All these organizations have dealt in some measure in their own sphere with the problem of under-nutrition in these populations.

62. In any case the studies already made provide a more than sufficient basis for the adoption of a policy designed to produce an immediate improvement in the nutrition of the population affected by the habit of coca chewing. This population comprises not only the chewers but their families and all those who live in the coca-leaf producing and chewing areas.

53. The Commission is of the opinion that the keynote of the whole action against chewing coca leaf can and must be the bettering of nutrition.

2. Other recommendations

(a) Hygiene

54. Sanitary and hygienic conditions should be improved in the regions affected.

(b) Housing

55. The improvement of housing conditions both in rural areas and in the mining districts is also essential. Here education in what housing is and means should form an integral part of the policy to be adopted.

(c) Education

56. This should be understood in a general sense and also in a special sense. The first involves an improvement in general education and the speediest possible elimination of illiteracy. Between the latter and coca-leaf chewing, there is a clear connexion. The Commission has been able to observe that where education increases, there is a parallel decrease in chewing.

The second aspect relates to education in agricultural, hygiene and health matters already mentioned in the preceding recommendations. An improved agricultural education is essential in order to secure:

(i) A general improvement in the peasant's living conditions,

(ii) An improvement in production and thus in the diet of the people.

(d) Labour

57. The existing labour conditions, particularly in the rural districts, should be improved. An essential condition of such an improvement is the institution of a legal system of land tenure (arrendamiento) which would gradually replace the existing system, since the latter cannot be regarded as suited to present agricultural requirements.

58. The new system should also institute more equitable relations between landlord and tenant. The latter should be given greater legal security than he now has.

59. The form of sub-tenancy, particularly those of the so-called allegados in Peru, should be carefully studied with a view to finding if possible a contractual form more in harmony with modern legal, social and economic requirements.

70. As has been said, Act No. 10,885 in Peru is now being revised, and there is a plan of agrarian reform in Bolivia. It is to be hoped that both plans will result in an improvement in the legal conditions of labour considered in this report.

(e) Extension of agricultural credit

71. This is to some extent now being practised in both Peru and Bolivia, mainly through the activities of the respective Agricultural Banks.

72. The present system is generally based on individual loans secured by a specific guarantee. Though recognizing the importance of the work done by the above-mentioned Banks, the Commission is of the opinion that greater attention should be paid to the problem of establishing and maintaining producers' and consumers' co-operatives. The individual loan, though useful, is always of limited economic and social effect, particularly in view of the conditions in which the small farmer now lives. In such conditions, he cannot always offer the guarantees necessary to obtain a loan.

73. The problem of establishment and maintenance of co-operatives presents evident difficulties, but they are not insuperable. An adequate policy would enable a start to be made with them in the immediate future. The spirit of co-operation existing in the present Indian communities could be enlisted to assist in the organization of these co-operatives.

(f) Transport

74. The carrying out of the preceding recommendations would be greatly facilitated by a general improvement and further development of transport, mainly roads and railroads.

75. The implementation of the above recommendations implies the application of a vast and co-ordinated plan which would take a certain amount of time and effort on the part of the Governments of Peru and Bolivia with the technical assistance of the United Nations and of its specialized agencies whose own objectives bring them into contact with the problems here described.

B. RECOMMENDATIONS RELATING TO THE POSSIBILITY OF LIMITING THE PRODUCTION OF THE COCA LEAF AND CONTROLLING ITS DISTRIBUTION AND THE GRADUAL SUPPRESSION OF CHEWING

76. In formulating these recommendations, the principles previously laid down have been borne in mind.

Although the limitation of the production of coca leaf and the control of its stribution necessarily entail limitation of consumption, it has been considered visable to arrange the following recommendations in two groups. Such a distinction ould be understood not as a division but as an arrangement of two closely mplementary groups of recommendations.

Recommendations relating to the limitation of production and the control of distribution

a) Simultaneous limitation of production in Peru and Bolivia

. A policy for the limitation of the production of coca leaf and the control of its stribution should be adopted simultaneously by Peru and Bolivia. The respective gislative provisions should be based on the same principles and pursue identical rposes. In implementing a policy of limitation, these legislative measures should ke into account the national characteristics which the coca-leaf problem presents each of the two countries concerned.

b) Purposes of the limitation

3. In applying measures for limiting the production of the coca leaf, account should e taken of the purposes for which the leaf is used, namely:

(i) The satisfaction of world medical and scientific requirements and of other equirements in accordance with the existing international Conventions on narcotics;

(ii) Chewing.

9. The purposes mentioned necessitate a limitation of production governed by both ational and international provisions. The production of the quantities necessary to atisfy (i) and (ii) should be subject to the estimates established internationally by he competent organ.[2/]

c) Gradual limitation

0. Limitation of the production of coca leaf for chewing should be effected gradually ntil complete suppression is achieved within a period of fifteen years or any shorter eriod which the Governments concerned may consider practicable.

1. For that purpose the Governments concerned should take the necessary steps to secure n annual reduction by one-fifteenth of the production of coca leaf at present used for hewing or by such larger proportion of the said production as the Governments concerned ay consider practicable.

2. The Governments concerned shall forward to the Secretary-General of the United ations an annual report on the progress of the gradual suppression of the production f coca leaf and its chewing.

/ See document E/CN.7/AC.3/3.

83. As a minority opinion, Mr. H.B. Fonda considers that the gradual suppression should take place within a period of five years. The reasons are that with the implementation by the Governments concerned of the other conclusions and recommendations on which he concurs the above period of five years is a practicable one. Therefore, a complete suppression of the habit of chewing can be achieved in a maximum of five years.

(d) System of control

84. To ensure the success of the limitation of production in accordance with purposes (i) and (ii) (see recommendation (b)), it is necessary:

(i) That a cadastral survey of the cultivation of the coca leaf should be carried out as soon as possible in Peru and Bolivia,3/

(ii) That taking into account the above-mentioned economic and regional characteristics and the quality of the coca leaf, etc., the respective Governments should decide which coca-leaf producing areas will satisfy within the period during which gradual suppression is to be effected, the requirements indicated in recommendation (b).

Any other cultivation of the coca leaf, outside the scope of the purposes and limitations referred to, should be considered illicit and subject to the appropriate legal penalties.

(iii) That the respective Governments should establish a system for the registration of:

(a) Existing producers, and

(b) Existing dealers (wholesale and retail) in coca leaf.4/

Once the registration of the above is complete, no other person should be authorized to produce coca leaf or trade in it in any way.

Authorizations to trade in coca leaf should be understood as granted on a personal basis and should lapse as soon as the person authorized ceases for any reason to deal in coca leaf.

3/ The Government of Peru has already begun to implement this recommendation.

4/ The Government of Peru has already begun to implement this recommendation.

(iv) That a system to control the actual production and distribution of coca leaf should be established.5/

(v) That an official organ or an organ under official supervision should be set up and entrusted with the task of applying the control measures to all operations affecting the coca leaf. Such an organ should also be the only one authorized to export coca leaf, for whatever purpose it is intended.5/

(vi) No authorization should be granted for any other coca-leaf plantation beyond those already in existence.

(e) Crop substitution

85. The substitution of other crops for the cultivation of the coca leaf should be encouraged as far as possible by the Governments concerned. Among other measures, a preferential system might be established for providing agricultural, economic and technical aid to any grower of coca leaf who wishes to replace it by some other crop.

86. As a complement of such a policy, it would be advisable to establish that in principle no agricultural loan will be granted for the production of coca leaf. As a consequence of a practice established by the respective Agricultural Banks, no loans for the cultivation of coca leaf are at present granted by those Banks either in Peru or in Bolivia. The object of the present recommendation is to convert this practice, which is still not altogether universal, into a legal provision.

87. It would be desirable that in making agricultural loans preference should be given to those growers who do not produce coca leaf and who undertake not to grow it.

88. Consideration might also profitably be given to the possibility of providing that the rate of interest on any loan granted to a farmer who also grows coca leaf, be higher than that on loans granted to farmers who do not grow coca leaf.

(f) Sanctions

89. Legal provisions establishing adequate administrative and penal sanctions against those who violate the provisions relating to the limitation of production and the control of distribution of the coca leaf, should be promulgated and applied.

5/ The Government of Peru has already begun to implement this recommendation.

2. Recommendations relating to the gradual suppression of the practice of chewing coca leaf

(a) Legal prohibition of chewing in the Army

90. The practice now adopted by the armies of Peru and Bolivia of not permitting the chewing of the coca leaf during military service should be elevated to the status of a legal prohibition.

(b) Educational propaganda

91. Appropriate legislation should render compulsory the provision in every centre of education or place of work of adequate information regarding the harmful effects of chewing coca leaf.

Such legislation should be supplemented by such other propaganda measures as the Governments of Peru and Bolivia may consider it advisable to introduce, particularly amongst the Indian agricultural and mining population.

(c) Legal prohibitions

92. It should be legally prohibited on pain of appropriate penalties:

(i) To pay for work or any kind of loan or service directly or indirectly, wholly or partly, with coca leaf;

(ii) To infringe the provisions regarding the gradual reduction in the daily supply of coca leaf to the workers;

(iii) To infringe any of the legal provisions intended to secure the gradual suppression of the practice of chewing coca leaf.

(d) Regulation of prices

93. The price of coca leaf intended for chewing should be officially regulated during the period of gradual suppression in order to avoid excessive prices which might endanger the adequate satisfaction of requirements relating to food, housing, clothing, hygiene and health.

(e) Appeal to the Government of Argentina

94. In view of the existence in the north of the Argentine Republic of a large group of chewers who, though largely not of Argentine nationality, consume annually a considerable quantity of coca leaf, it would be desirable that the Government of that country should be invited to collaborate to the extent it may deem necessary in the gradual suppression of the coca leaf in that area.

(f) International co-ordination of policies

95. The complete success in one country of a policy of the gradual suppression of the habit of chewing coca leaves, of the corresponding limitation of the production of these leaves and the control of their distribution, will depend in a very large measure on identical policies being pursued and carried out in other countries where this habit exists.

96. To further the adoption of such policies by all countries concerned and to facilitate the co-ordination of the measures resulting therefrom, it might be advisable to convene, under the auspices of the United Nations, a meeting of these countries with a view to reaching an agreement on the questions referred to above, pending the adoption of the new single convention on narcotic drugs.

97. In submitting these recommendations and thus concluding the present report, the Commission is aware that they represent no more than the basic steps to be taken to secure limitation of the production of the coca leaf, control of its distribution and the gradual reduction of chewing.

98. The implementation of the recommendations with all the complementary aspects which that implies is a task which falls exclusively within the competence of the Governments concerned.

III. INTER-AMERICAN CONFERENCE ON THE ILLICIT TRAFFIC IN COCA-LEAF AND COCAINE, 1960

99. Although ten years had passed since the United Nations Mission of Experts on Narcotics Control and the Commission of Enquiry had formulated their recommendations after their visits to Peru and Bolivia, the problems, viewed from the purely international viewpoint, still existed and were perhaps on the increase. Traffickers were extending their illicit activities, and this led the Commission, in its consideration of the illicit traffic, to concentrate on the growing traffic in cocaine and coca leaves.

100. Accordingly, the Commission on Narcotic Drugs at its fourteenth session (1959) adopted the following decision:

"To request the Secretary-General to communicate the relative records of the Commission's discussions at its present session on the cocaine traffic in South America to Argentina, Bolivia, Brazil, Chile, Colombia, Cuba, Ecuador, Paraguay and Peru; to call upon the Governments of these countries to encourage close mutual co-operation of their national authorities entrusted with the task of combatting illicit traffic; and to work closely with the international bodies concerned in this field".

101. The Government of Brazil, after considering that decision and the following statement in the Report of the Permanent Central Opium Board for 1959:

"... Coca leaf chewing is the major cause of an international illicit traffic, which also serves to supply the clandestine manufacture of cocaine. These facts fall within the purview of the Board and cannot but require its attention; ... It would seem desirable that all the South American States involved should come together in a form of regional co-operation as seems best to them and should agree upon remedial measures ..."

The Government of Brazil requested that the Group should be convened. The Meeting was held at the Ministry of Foreign Relations, Itamarati Palace, Rio de Janeiro, from 21 March to 25 March 1960, and was attended by representatives of the Governments of Argentina, Bolivia, Chile, Colombia, Cuba, Ecuador, Paraguay and Peru - and by representatives of the United States, Mexico and Venezuela, since they were considered to have a special interest in the matter. The Director, Division of Narcotic Drugs, United Nations, and the then Assistant Secretary-General of INTERPOL also attended.

102. As a result of their examination of questions relating to the need for implementation of the provisions of international narcotics treaties, the situation in each country and the repression and suppression of the illicit traffic in crude and refined cocaine and coca leaves, the following four resolutions were approved:

RESOLUTION No. 1

103. The delegations taking part in the Inter-American Conference on the Illicit Traffic in Coca-Leaf and Cocaine, held in the city of Rio de Janeiro from March 21 to 25,

CONSIDERING the advisability of bringing up to date and perfecting the legislation of their respective countries, with the object of achieving more efficient control of the illicit traffic in crude and refined cocaine, coca leaves and other narcotics,

RECOMMEND:

1. That more stringent penitentiary sentences be imposed against illicit cocaine manufacturers, smugglers, distributors and traffickers, that stay of sentence be not admitted, and that a fine be imposed together with and without any reduction of the term of imprisonment;

2. That, in the cases aforesaid, no prisoner be released on bail;

3. That Judicial Courts be requested to expedite trials of persons charged with the offences described above;

4. That, in order to curtail the international movements of cocaine traffickers, laws and regulations should be adopted whereby visas, seamen's papers and documents for airline crews be denied to those persons already convicted of narcotic law violations or strongly suspected of being engaged in such illicit activities;

5. That in the case of any person who has been deported after conviction for violation of the illicit cocaine trafficking laws, a note to this effect should be made in his passport;

6. That, where not already a part of the legislation of a particular state, measures be enacted to make it compulsory for a special medical prescription to be made out for the sale of narcotic drugs;

7. That a State monopoly be set up for the importation, sale and manufacture of narcotic drugs or, should this not be possible, and in accordance with the international legislation in force, that the following measures be adopted:

   (a) limitation of the number of ports through which narcotic drugs are allowed to be imported;

   (b) strict surveillance of the system of import and export licences for the international trade;

   (c) prohibition of the practice of sending narcotics through the mails;

8. That, in accordance with the legislation of each State, an attempt should be made to secure suspension of civil rights for habitual drug addicts, so long as they fail to rehabilitate themselves and discharge their debt to society, and thereby deprive them of control over their estate and person, on the understanding that this and other measures should always be so applied as not to interfere with the rehabilitation of the addict;

9. That, in their extradition treaties, States should include infractions of laws and regulations for the control of narcotics among the grounds for extradition; and that, in such treaties, these infractions be included amongst the cases in which detention awaiting trial (or on suspicion) may be envisaged.

RESOLUTION No. 2

104. The delegations taking part in the Inter-American Conference on the Illicit Traffic in Coca-Leaf and Cocaine, held in the city of Rio de Janeiro from March 21 to 25,

CONSIDERING that, notwithstanding the enforcement of existing legislation on control of the illicit traffic in crude and refined cocaine, coca leaves and other drugs, additional measures can be taken with even greater benefit to the populations of the Continent,

RECOMMEND:

1. That, wherever necessary, police, Customs and excise services responsible for suppressing the illicit cocaine traffic should be augmented at land, sea and air frontiers;

2. That, within the present framework of existing police, Customs and excise administrations, there should be delegated to one special section responsibility for coordinating all matters pertaining to the suppression and repression of the illicit cocaine traffic;

3. That the authorities of those countries where the manufacture or refining of cocaine has been or still is legal, exercise strict surveillance over former employees who have had knowledge or experience of the technical processes involved, in order to prevent the application of such professional knowledge and experience to criminal ends;

4. That in an effort to locate clandestine factories and laboratories engaged in the illicit conversion of coca leaves into crude or refined cocaine strict control should be exercised over procurement of the chemicals and chemical equipment used in such conversion processes;

5. That in the States where the growing of coca leaves is illicit, and above all in the remote, inaccessible areas, programmes of detection should be considered and studied with a view to eradicating plantations; and that, in the States where coca can legally be grown, a cadastral survey should be prepared carefully delimiting the regions where it is grown.

6. That provision should be made in the regulations of agencies responsible for the repression and suppression of the illicit cocaine traffic for the payment of rewards for information or assistance leading to the apprehension of illicit cocaine traffickers and the seizure of illicit cocaine supplies;

7. That efforts should be made, within existing laws, to develop criminal conspiracy prosecutions against organized international groups engaged in the cocaine traffic;

8. That, as far as legislation and practice in the respective States permit, programmes should be adopted for the training of police officers in the suppression and repression of the international illicit cocaine traffic, with, wherever possible, special courses on the combatting of the illicit traffic in narcotics;

9. That measures calculated to reduce medical and scientific uses and the manufacture of cocaine should be adopted, and that at the same time research should be intensified with the object of discovering substitute drugs that are not habit-forming;

10. That measures should be considered with a view to eliminating, as soon as possible, the habit of chewing coca leaves;

11. That, whenever this seems advisable in a particular situation, intensive publicity campaigns should be undertaken, through all up-to-date media available, to disseminat any understanding of the harmful effects of the use of narcotics;

12. That, as soon as possible, steps should be taken to increase the number of beds available in each State for the clinical treatment of cocaine addicts;

13. That coca-leaf and cocaine production and sales statistics should be kept up-to-date, as recommended by the international control agencies.

RESOLUTION No. 3

105. The delegations taking part in the Inter-American Conference on the Illicit Traffic in Coca-Leaf and Cocaine, held in the city of Rio de Janeiro from March 21 to 25,

CONSIDERING the advisability of better co-ordination of the activities of the States and international agencies in the repression of the illicit traffic in crude and refined cocaine, coca leaves and other narcotics,

RECOGNIZING the impossibility of securing effective vigilance in a State, when not accompanied by and co-ordinated with the steps taken by other States, especially neighbouring ones,

RECOMMEND:

1. That States not yet belonging to the International Criminal Police Organization (INTERPOL or ICPO), should become members of that organization;

2. That in those States not yet belonging to ICPO a correspondent be assigned for the purpose of exchanging information relating to the international illicit traffic in cocaine; and that, as soon as feasible, the names of these correspondents be communicated to all the American States and to the Secretary-General of ICPO;

3. That, without detriment to engagements arising out of bilateral and multilateral agreements on the subject, there should be a direct interchange of information between the American States in the course of enquiries into the illicit traffic in cocaine whenever mutual interests are at stake; and, regarding States which are members of INTERPOL, that such an exchange should be made from one central national bureau of this Organization to another;

4. That the preventive measure should be adopted of distributing to all American States and to the Secretary-General of ICPO:

   (a) lists of known or suspected illicit traffickers in cocaine, in accordance with the legislation of the corresponding State:

   (b) names of known or suspected movements of former employees of raw or refined cocaine manufacturers;

   (c) lists of automobiles and other vehicle (including descriptions and registration licence plates) known to be or suspected of being engaged in activities connected with the international illicit cocaine traffic;

   (d) lists of cocaine addicts or consumers;

5. That, upon the invitation of an American State, the United Nations or other American States should dispatch narcotic law enforcement specialists to supply technical assistance in connexion with the joint development of an international illicit cocaine investigation, wherein a mutual interest is involved, for the purpose of bringing such investigation to a successful conclusion;

6. That, as far as legislation permits in the various countries, provisions should be m among American States to permit police officers of one country to participate in the interrogation of illicit cocaine violators arrested in another country, for the purp of identifying new traffickers and eliminating sources of supply;

7. That those American States which have police training programmes should afford polic officers of other American States the opportunity of enjoying scholarships;

8. That periodical inter-American conferences should be held concerning the internation illicit cocaine traffic;

9. That close co-operation should be established among the police of the various Americ States for the purpose of taking joint and efficient action against the clandestine traffickers in narcotic drugs;

10. That each State should acquaint the others with the channels most often used for the illicit traffic in coca leaves and cocaine;

11. That in cases of international illicit traffic in narcotics each State should distribute to all the others, in accordance with the Geneva Conventions, a photograp and finger-print criminal identification card of every offender arrested or fugitive and inform ICPO and other international agencies to that effect;

12. That, without detriment to existing international commitments, the American States should exchange, regularly and with the least possible delay, their specific laws on the illicit traffic in cocaine and other narcotic drugs, together with relevant cour decisions.

RESOLUTION No. 4

106. The delegations taking part in the Inter-American Conference on the Illicit Traffic in Coca-Leaf and Cocaine, held in the city of Rio de Janeiro from March 21 to 25,

CONSIDERING that the Economic and Social Council of the United Nations and its Commission on Narcotic Drugs have, during the period 1956-1959, adopted a series of recommendations and resolutions proposing measures for the granting of the United Nations technical assistance to enable countries requesting it to combat the illicit use of narcotics;

NOTING that at its fourteenth session the United Nations General Assembly, by its resolution No. 1395 (XIV), authorized the inclusion in the United Nations budget of special allocations for the implementation of a continuing programme of technical assistance for the control of the illicit use of narcotics and for dealing with cognate problems;

BEARING IN MIND that the reports of the delegations to this Conference betray the existence of conditions in the American Continent characterized by a lack of control media and measures to prevent coca cultivation and the illicit traffic in crude and refined cocaine,

RECOMMENDS:

1. That the American States should take full advantage of the technical assistance facilities offered by the United Nations and the specialized agencies with a view to remedying the defects indicated, and in particular with regard to the following points:

   (a) Assistance to the national authorities of coca-leaf producing countries for the effective implementation of the international Conventions and the internal laws and regulations governing the sowing, cultivation, harvesting and manufacture of and trade in coca leaves and crude and refined cocaine;

   (b) Adoption of priority criteria to enable personnel specializing in combatting the illicit international cocaine traffic to obtain study grants and fellowships;

   (c) Aid of technicians in drawing up, in co-operation with the authorities of the countries concerned, a co-ordinated regional programme for combatting the international illicit traffic in narcotic drugs;

(d) Acquisition of the fullest possible information on the medical and clinical treatment of drug addicts.

2. That the World Health Organization should be asked for a stipulation that in the use of the funds allocated to each country, a fixed percentage of aid for health improvement should be earmarked for use in connexion with the narcotics control problem.

3. That the contents of this recommendation should be communicated to the fifteenth session of the Commission on Narcotic Drugs of the United Nations Economic and Social Council, to be held this year, with particular emphasis on the wisdom of requests for technical assistance in this field being made by American countries and granted in order to further the common interests of the continent.

IV. INTER-AMERICAN CONSULTATIVE GROUP ON NARCOTICS CONTROL, 1961

107. Under the auspices of the United Nations[1] and of the Government of Brazil a meeting of the Group was convened with the designation: "Inter-American Conference on Narcotics Control". It was held in Rio de Janeiro from 27 November to 7 December 1961 and was attended by senior officials of the national narcotics control offices of the public health, police, Customs, inland revenue and other departments responsible for the implementation of enforcement of legislation and for the prevention of the illicit traffic.

108. Representatives of the following countries, designated by their governments as experts acting in a personal capacity attended: Argentina, Bolivia, Brazil, Chile, Colombia, Cuba, Ecuador, Mexico, Panama, Paraguay, Peru, the United States of America, Uruguay and Venezuela. The participants described the situation in their countries and the discussions were extremely interesting and fruitful. Observers for such international organizations as the World Health Organization and the Pan American Sanitary Bureau also attended the meetings. The then Assistant Secretary-General of the International Criminal Police Organization also attended as a consultant.

109. The meeting was both a seminar and a conference and accordingly dealt not only with such subjects as the problem of the coca leaf and the illicit traffic in cocaine but with a whole range of subjects concerning narcotics control in general, including the marihuana problem, methods of improving regional control, general aspects of regional co-operation between the Andean countries and facilities for rehabilitation treatment for addicts.

110. The Conference resulted in the adoption of the resolutions quoted below, pursuant to No. 4 of which an official of the Division of Narcotic Drugs has been stationed in South America for the precise purpose of promoting regional co-ordination between the Andean countries for the suppression of the illicit traffic, acting as a liaison officer between those countries and the international control organs, arranging study groups and regional meetings and other appropriate measures. Resolution No. 3

1/ Under the special programme of technical assistance provided for by General Assembly resolution 1395 (XIV).

expresses the hope that, in view of the magnitude of the problem and the necessity for a continuous programme to overcome it, the American governments will promote further meetings of the Consultative Group, with the co-operation of the United Nations and other competent international bodies.

The full texts of the Resolutions are as follows:

A. Resolution on the Problem of Coca-Leaf Chewing

(introduced by participants from Bolivia, Colombia and Peru)

111. The Inter-American Consultative Group on Narcotics Control,

RECOGNIZING that the problem of coca-leaf chewing has many special features of a social, economic, medical and educational nature;

CONSIDERING that a seminar for an exchange of experience between competent officials of the countries concerned with the problem of coca-leaf chewing would be very helpful in adopting the most effective approach towards a solution of this problem;

INVITES the United Nations to consider favourably any requests from the governments concerned for technical assistance in organizing such a seminar;

SUGGESTS that, if the Governments concerned request such a seminar, the United Nations invite representatives of FAO and WHO to participate in it.

Resolutions on other questions

B. No. 1

(introduced by participants from Brazil)

112. The members of the Inter-American Consultative Group on Narcotics Control, meeting at Rio de Janeiro from 27 November to 7 December 1961,

Considering that, so far as concerns the technical assistance granted by the various American countries, full account has been taken at the present meeting of the substance and intent of resolution No. 4 of the First Inter-American Conference on the Illicit Traffic in Coca-Leaf and Cocaine, held at Rio de Janeiro from 21 to 25 March 1960;

Considering the high professional qualifications of the experts sent to this meeting of the Consultative Group and the value of their statements on drug addiction and the suppression of the illicit traffic in narcotic drugs on the American continent

Express their gratitude to the Secretary-General of the United Nations for arranging the present meeting and for the Secretariat's contribution to its success.

(see paragraph 16 of Annex B)

C. No. 2

(introduced by participants from Brazil, Canada, and the United States of America)

113. The members of the Inter-American Consultative Group on Narcotics Control, meeting at Rio de Janeiro from 27 November to 7 December 1961,

Considering the expediency of resolutions Nos. 1, 2 and 3 of the First Inter-American Conference on the Illicit Traffic in Coca-Leaf and Cocaine, held at Rio de Janeiro in 1960;

Express the hope that the various American Governments will observe the above-mentioned resolutions, especially those calling for an increase in the number of hospital beds for drug addicts and for an increase in the penalties imposed on illicit traffickers.

D. No. 3

(introduced by participants from Brazil)

114. The members of the Inter-American Consultative Group on Narcotics Control, meeting at Rio de Janeiro from 27 November to 7 December 1961,

Considering the success achieved at the meeting owing to the fact that the representatives attending from various American countries were able to exchange experience and information on the illicit traffic in narcotic drugs on the American continent and the existing means of suppressing it,

Express the hope that the American governments will promote further meetings of the Inter-American Consultative Group on Narcotics Control, with the co-operation of the United Nations and other competent international bodies.

E. No. 4

(introduced by participants from Brazil)

115. The members of the Inter-American Consultative Group on Narcotics Control, meeting at Rio de Janeiro from 27 November to 7 December 1961,

Considering the need to co-ordinate the various means of combating the illicit traffic in narcotic drugs in the American countries,

Suggest to the United Nations that it promote regional co-ordination for the suppression of the illicit traffic, including the appointment of a resident official from the United Nations Division of Narcotic Drugs, the organization of meetings and regional study groups, and other appropriate measures.

V. CONSULTATIVE GROUP ON COCA LEAF PROBLEMS, 1962

116. The Consultative Group on Coca Leaf Problems organized under the special programme of technical assistance provided for by General Assembly resolution 1395(XIV) was convened at the request of the Governments of Bolivia, Colombia and Peru.

117. The United Nations accepted that request and the Government of Peru provided the necessary facilities for holding the meeting in Lima. It took place from 26 November to 7 December 1962. It was attended by senior officials from the following countries: Argentina, Bolivia, Brazil, Chile, Colombia, Ecuador and Peru and by representatives of the competent Peruvian authorities.

118. The United Nations was represented by the Chief, New Measures and Research Section, Division of Narcotic Drugs, and other officials and by representatives of the following specialized agencies: UNICEF, FAO, ILO, WHO, PASB and UNESCO. The United States of America sent two observers.

119. In addition to the documentation prepared by the Division of Narcotic Drugs, the participants submitted papers of great scientific interest.

The Conference closed with the adoption of the following resolutions:

Resolution A

(submitted by participants from Bolivia and Colombia, and amended by participants from Peru)

120. The Consultative Group on Coca Leaf Problems,

(a) Having met at Lima, Peru, from 26 November to 7 December 1962 and having studied various aspects of the coca leaf problem;

(b) Recalling the conclusions contained in the report of the Commission of Enquiry on the Coca Leaf[1] and the recommendations of the Economic and Social Council[2] and of the Commission on Narcotic Drugs[3] of the United Nations relating to the question of the coca leaf;

1/ E/1666; Report of the Commission of Enquiry on the Coca Leaf.

2/ Economic and Social Council Resolutions 436 E (XIV) and 548 E (XVIII).

3/ E/2606, paras. 107-111. Report of the Commission on Narcotic Drugs, ninth session.

(c) Recalling in particular the opinion of the World Health Organization's Expert Committee on Drugs Liable to Produce Addiction[1] that coca leaf chewing constitutes a harmful habit detrimental to society[2];

(d) Noting with satisfaction that all the countries faced with the problem of coca leaf chewing have recognized its harmful character and the need for its suppression[3];

(e) Considering that effective control of coca leaf production and trade is not only essential for the purpose of ensuring the gradual reduction and eventual abolition of coca leaf consumption but is also in the positive interest of all States engaged in the campaign against the illicit traffic in cocaine;

(f) Considering also that the reduction and eventual eradication of the coca leaf chewing habit would lead to increased labour productivity, an important condition of economic development in the interest not only of the coca leaf chewers, but of the whole population of the countries concerned;

(g) Appreciating however that the abolition of coca leaf chewing requires the prior solution of many difficulties of an economic and social nature, and that not all the countries concerned would therefore be able to proceed to an immediate prohibition of coca leaf chewing, since such a measure may do more harm than good wherever suitable conditions for it do not exist;

(h) Holding that assistance from the United Nations and its specialized agencies, as well as from friendly foreign Governments, would facilitate the difficult tasks of some of the countries facing the problem of coca leaf chewing.

(i) Noting with satisfaction the great efforts made by all countries in which coca leaf chewing is practised with the aim of abolishing this habit,

121. (1) Declares

(i) that coca leaf chewing is a harmful habit and that its abolition should therefore continue to be one of the objectives of government policy in the countries concerned;

1/ Subsequently renamed Expert Committee on Addiction-Producing Drugs.

2/ WHO Technical Report Series: 1952, No. 57, page 10;
1954, No. 76, page 10 and
1955, No. 95, page 12

3/ E/2606, paras. 107-111. Report of the Commission on Narcotic Drugs, ninth session

(vii) that all economic interests which may be affected by the gradual reduction or prohibition of coca leaf production or by the introduction of a government monopoly of the wholesale and international trade in coca leaf should be adequately compensated, e.g. by giving assistance to cultivators in shifting to substitute crops or to other substitute activities offering the same or better remuneration;

(viii) that measures should be taken to ensure that the reduction of coca leaf production in the territory of those countries which are at present the greatest producers is not offset by the initiation of, or an increase in, production of coca leaf in other countries;

(ix) that loss of public revenue from taxation of coca leaf may have to be offset by tax reforms which would provide other sources of government revenue.

122. (2) Invites the countries in which the problem of the coca leaf constitutes an important economic or social problem

(i) to undertake special studies of the necessary economic, social and administrative measures required for the solution of the problem with a view to establishing

(aa) how far the measures executed or planned for general development purposes are sufficient to solve the specific coca leaf problem;

(bb) how far these measures need to be modified or supplemented to take into account the coca leaf problem;

(ii) to carry out these studies where desirable with multilateral or bilateral technical assistance; and

(iii) to convene, after the completion of these studies, a national conference of all interested government departments and other institutions and organizations capable of making a useful contribution, for the purpose of formulating a national programme for the gradual abolition of coca leaf chewing, the effective control of coca leaf

(ii) that the prohibition of coca leaf chewing should not be required until suitable conditions for such a measure exist, i.e. until by appropriate measures of economic and social development, the living and educational levels of the coca leaf chewing population have been raised sufficiently to ensure that no social disturbance shall result from that prohibition;

(iii) that the carrying out of these social and economic measures is a matter of urgency and must be incorporated into the appropriate development plans;

(iv) that conditions being different in the various countries facing the problem of coca leaf chewing, neither the specific measures to be taken by them, nor the period required for abolition, need be the same in all the countries concerned, but that each Government should lay down as soon as possible a target date for abolition;

(v) that the administrative conditions for placing coca leaf production and trade under effective control need to be created wherever they do not yet exist, by such measures as a census of all the quantitative factors of coca bush cultivation (area cultivated, number of coca bushes), by a cadastral survey of the coca bush growing districts, and by the development of the necessary control machinery;

(vi) that after establishment of the administrative conditions for effective control and of the necessary control machinery, coca leaf production, where not prohibited, should be permitted only on licensed plots and to licensed growers, who should be required, as soon as such a measure can be introduced, to deliver their entire crop to a government agency having a monopoly of the wholesale and international trade in coca leaf;

production, and the gradual reduction of such production to the quantities needed for medical, scientific and other legitimate purposes (such as the extraction of a flavouring agent).

123. (3) Recommends the United Nations and the specialized agencies, as well as Governments capable of rendering aid, to give due consideration to requests for the assistance mentioned in paragraph (2) above.

124. (4) Calls upon the Governments concerned to strengthen the repressive measures which they may have taken to suppress the illicit cultivation of the coca bush, the clandestine manufacture of cocaine, and the illicit traffic in coca leaf and cocaine.

Resolution B

(submitted by participants from Peru)

125. The Consultative Group on Coca Leaf Problems,

Considering that an epidemiological survey of the coca leaf chewing habit would facilitate the study of the problem as a whole by explaining the existing differences in the incidence of chewing in regions having similar economic, social, climatic and ethnic conditions and that it would also facilitate the application of more effective control measures;

Realizing however, that, pending the carrying out of these studies it is necessary to continue to apply known measures aimed at the abolition of coca leaf chewing within the shortest possible time;

Recommends the governments especially concerned in this problem to carry out epidemiological surveys which will facilitate the study of the problem as a whole, and at the same time to apply measures aimed at the eradication of the chewing habit within the shortest possible time.

Resolution C

(submitted by participants from Peru)

126. The Consultative Group

With a view to facilitating, for those countries which are at present the main producers, the difficult task of reducing coca leaf production to the quantity necessary for medical, scientific and other legitimate purposes.

Recommends:

that governments should not permit the importation of coca leaf and raw cocaine, unless originally produced in Bolivia or Peru.

Resolution D

(submitted by participants from Brazil and Peru)

127. The Consultative Group on Coca Leaf Problems

Recommends:

the Governments of those countries where serious problems relating to the coca leaf exist, to establish national commissions consisting of representatives of all the public and private institutions concerned for the purpose of proposing, planning and co-ordinating the necessary government measures for the gradual abolition of coca leaf chewing and for improving the control of coca bush cultivation and its reduction to the quantities necessary for scientific and other legitimate purposes (extraction of flavouring substances).

Resolution E

(submitted by participants from Brazil)

128. The Consultative Group on Coca Leaf Problems,

(a) Having met at Lima from 27 November to 7 December 1962;

(b) Recognizing the close connexion between the coca leaf chewing habit and the economic and social conditions of the indigenous populations;

(c) Recognizing the need to examine the problem of the improvement of economic and social conditions of the indigenous populations in a comprehensive manner and within the framework of national economic development plans;

(d) Taking into account the fact that the international character of the problem requires the adoption by the various countries concerned of co-ordinating measures within the framework of an international programme;

(e) Recognizes that the national plans and integration programmes for the indigenous populations organized by the Andean countries with the technical assistance of the United Nations (Andean-Indian Project) and of the specialized agencies constitute the most appropriate means of carrying out the action referred to above;

(f) Invites Governments to proceed with these plans and programmes as energetically as possible and to include in them surveys, studies and measures conducive to the eradication of the coca leaf chewing habit among the indigenous population;

(g) Recommends the enactment, by those Governments which have not yet done so, of legislation to prohibit and punish severely the payment of wages or other benefits in the form of coca leaf.

Resolution F

(submitted by participants from Peru)

129. The Consultative Group on Coca Leaf Problems,

Considering:

(a) that States having an indigenous population have a duty to promote at all times the improvement of the social and economic level of living of that population;

(b) that it is incumbent upon the competent government departments to develop and implement this principle;

(c) that it is necessary to carry out educational activities in connexion with the campaign against the coca leaf habit, in accordance with the conclusions and recommendations contained in the report of the United Nations Commission of Enquiry on the Coca Leaf and those arrived at by the Inter-American Consultative Group on Narcotic Drugs at Rio de Janeiro;

Recommends the Governments concerned:

(a) to promote and co-ordinate plans, programmes and activities of the Ministries dealing with the problems of the indigenous population, for the purpose of fostering native arts and developing industry and education, as one of the many means of improving the level of living of the indigenous inhabitants and of eradicating the coca leaf chewing habit;

(b) to formulate a comprehensive educational programme to combat coca addiction, making use of all processes and means of didactic dissemination, for the purpose of contributing as far as possible to improving the social and economic level of the indigenous population and thereby eradicating the coca leaf chewing habit.

Resolution G

(suggested by the observers for the
United States of America)

130. The Consultative Group

Recommends the Governments of the American States to meet periodically for the purpose of reviewing and evaluating the progress made with regard to:

(a) the gradual reduction of coca leaf production to the quantities necessary for medical, scientific and other legitimate purposes;

(b) the gradual abolition of coca leaf chewing;

(c) the suppression of the illicit traffic in coca leaf and cocaine;

(d) the gradual introduction of substitute crops in the coca leaf producing areas.

Resolution H

(submitted by participants from Argentina, Brazil,
Chile, Colombia and Ecuador)

131. The Consultative Group on Coca Leaf Problems,

Noting with satisfaction the excellent preparations made for the organization of its work from both the scientific and the technical and administrative points of view,

expresses its gratitude

(a) to the Government of Peru and in particular to His Excellency General Fictor Solano Castro, Minister of Public Health and Social Welfare, for Peru's hospitality to the Group and for the substantial contribution it has made to the Group's work,

(b) to the Secretary-General of the United Nations for so ably and efficiently preparing and convening this meeting under the technical assistance programme provided for by resolution 1395 (XIV) of the General Assembly of the United Nations and for drawing up a carefully prepared and well-balanced agenda, and also to the participating specialized agencies, whose representatives made able contributions to the discussion and submitted papers of outstanding interest;

(c) to the Chairman of the Consultative Group, Dr. Carlos Quirós Salinas, Director-General of Public Health of the Peruvian Ministry of Public Health and Social Welfare, for having presided over the meeting in such an able and distinguished manner, thereby making a significant contribution to its success, and to the two Vice-Chairmen of the Group, Dr. Walter Fortun, Director of Technical Education, Bolivian Ministry of Public Health, and Dr. Edgar Velasco Arboleda, Chief of the Administrative Section of the Colombian Ministry of Public Health;

(d) to the participants from Peru for their detailed and valuable contributions towards the solution of the problem;

(e) to Professor Marcel Granier-Doyeux for the outstanding ability with which he advised the Group on scientific questions during its labours.